

OBSERVATIONS
ON
PUBLIC HOUSES.

Price 1s. 6d.

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OBSERVATIONS
AND
FACTS
RELATIVE TO
PUBLIC HOUSES:

INTERESTING TO
Magistrates in every Part of Great Britain;

TO THE
CLERGY AND PAROCHIAL OFFICERS;

AND GENERALLY TO
Brewers, Distillers, Proprietors, and Occupiers

OF
LICENSED ALE-HOUSES;

AS WELL AS TO
THE PUBLIC AT LARGE.

THE SECOND EDITION.

Docilis imitandis—Turpibus ac pravis.—Omnes Sumus.
JUVENAL.

BY A MAGISTRATE,
Acting for the Counties of
MIDDLESEX, SURREY, KENT, AND ESSEX—FOR THE CITY AND LIBERTY OF
WESTMINSTER, AND THE LIBERTY OF THE TOWER OF LONDON.

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ADVERTISEMENT.

AN Edition of the Observations and Facts which are now offered to the consideration of the Public, was first published in the year 1794, principally with a view of bringing the subject more fully under the consideration of the Licensing Magistrates; so that by awakening the attention, at a seasonable period, to some very prominent abuses, which affect the best interests of Society, a system might be laid down for the purpose of at least lessening those evils which have too long prevailed with regard to Public Houses, and, in the gradual abolition of which, by mild and temperate measures, steadily and uniformly pursued, infinite advantages are to arise to the Community.

If this great object can be attained;—if the pernicious habit of living in Alehouses, so prevalent at present among the labouring people, can in any degree be checked, so as to secure to them those domestic comforts which the earnings of their industry, when properly and economically applied, would afford in their

own

own homes;—if the rising generation, destined for labour, and for those useful purposes where the preservation of health and morals become of great consequence to the Community, can be prevented from prematurely frequenting those schools of profligacy, which render them diseased and depraved in early life;—if fraud and deception, regarding the disposal and transfer of Alehouses, can in any degree be prevented; and if that system can be gradually introduced, and steadily persevered in, which shall render Public Houses a convenience, without becoming nuisances and receptacles for the destruction of health and morals, the Author will consider his labours as very amply rewarded in the advantages which will be felt by his country, in that reformation of manners among the labouring people, which cannot fail to add to their own happiness as well as to the strength and security of the state.

London, 25th July, 1796.

OBSERVATIONS AND FACTS

RELATIVE TO

PUBLIC-HOUSES, &c.

THE prevailing habit, among that numerous and useful class which compose the labouring people, of spending the chief part of their leisure time in public-houses, renders it an interesting inquiry how far these places of entertainment are regulated upon principles calculated to prevent those evils and abuses, which by affecting the morals, the health, or the domestic comfort of so large and so valuable a part of the community, may ultimately, by gradual, and, perhaps, unforeseen steps, destroy the best props of the state.

The foundation of all good police rests upon those regulations and establishments which tend to prevent crimes:—to preserve the morals, and consequently to promote the security and happiness of the people.

With this view, seeing the imminent hazard which arises from the very nature of the establishment of public-houses, the legislature, at an early period of our history, when society and manners might

might be said to have made little progress*, placed ale-houses under the particular direction of Magistrates, and which has since continued for a period of no less than 231 years.

If therefore it became so interesting an object with our ancestors, at a time when there were very few public-houses in the country; how important must it now be to the national interest to consider and to understand this subject well, when it is known, that in the city of London, and its environs alone, there are at present no less than † SIX THOUSAND LICENSED PUBLIC-

* By an act made in the 5th of Edward the VIth. cap. 26, justices of the peace shall have power to put away common selling of ale and beer in common ale houses, and tippling-houses, and none shall keep an ale-house but such as shall be admitted in open sessions, or by two justices:—And the justices shall take bond and surety by recognizance, as well against the using of unlawful games, *as the maintenance of good order.*

It is remarkable, that notwithstanding the vast decrease in the value of money, there has been no increase in the penalty, on the forfeiture of an ale-house keeper's recognizance, which is still no more than 10*l.* and it is to be regretted, that in most instances it is considered as a mere matter of form, one publican being security for another.

† The number of public-houses within the bills of mortality, including those parts of the counties of Middlesex, Surrey, Kent, and Essex, which skirt the capital, stood as follows at Midsummer 1794.

Licensed

PUBLIC-HOUSES! And when it is also considered that, upon a moderate computation, not less than five hundred thousand of his Majesty's subjects, including women and children; and of these the chief part of the lower classes of the people, who are more particularly susceptible of those bad impressions which arise from evil examples, and the mixture of vicious and profligate characters, resort occasionally to these places of public entertainment.—Of how much consequence is it to the best interests of society, that infinite attention should be bestowed upon whatever has a tendency to render these public conveniences respectable and useful, and to prevent their being prostituted to purposes of mischief and depravity?

In developing the evils which at present attach to public-houses, and which constitute the principal source of those mischiefs which require the pruning, but cautious hand of the Magistrate;

			Licensed houses.
1	In the City of London	- - -	825
2	In the City and Liberties of Westminster		997
3	In the Lower Hamlets	- - -	1016
4	In the Tower Royalty	- - -	43
5	In the division of Holborn	- - -	759
6	In the division of Finsbury	- - -	393
7	In the division of Kensington	- - -	258
8	In the Borough of Southwark, &c.	- - -	943
			5234
In the villages and places in Middlesex, Surrey,			} 766
Kent, and Essex, which are in the vicinity of			
the capital, computed rather to exceed -			
Total public-houses			6000
			the

the respective interest of the brewers*, the distillers, and also the occupiers and proprietors of public-

* In contemplating the vast extent of the Brewing Trade, the mind is lost in astonishment how it is possible to consume such immense quantities of malt liquor in the course of a year.—The following is a schedule of the number of barrels brewed in the city of London and its environs, and for which the duty was paid by the different brewers in 1793 and 1794, to the revenue of excise; namely, by 31 porter brewers and 13 ale and amber brewers.

		Porter Brewed 1793 and 1794.					
		Brewed 1793.	Brewed 1794.	Avera.	Amount.		
		Barrels.	Barrels.	s. d.	£.	s.	d.
1	Mess. Whitbread	183,815	189,094	29 2	275,762	1	8
2	Thrale —	130,134	132,511	29 2	193,245	4	0
3	Shum —	101,514	106,646	29 2	155,525	8	4
4	Calvert, Felix	108,023	100,174	29 2	146,086	1	8
5	Hanbury —	96,310	93,594	29 2	136,491	5	0
6	Goodwyn —	74,416	84,524	29 2	123,701	14	0
7	Calvert, John	71,439	62,089	29 2	90,546	9	2
8	Clowes —	46,353	60,024	29 2	87,535	0	0
9	Elled —	48,907	48,825	29 2	71,203	2	6
10	Philips —	41,401	44,623	29 2	65,075	4	2
11	Cox and Co.	34,953	36,307	29 2	52,947	11	2
12	Stevenson —	30,561	34,160	29 2	49,815	16	8
13	Harford —	29,526	33,363	29 2	48,654	7	6
14	Dickenson —	25,812	26,972	29 2	39,334	3	4
15	Cater —	28,075	26,040	29 2	37,975	0	0
16	Allen —	27,037	24,133	29 2	35,195	8	4
17	Masterman —	20,657	22,412	29 2	32,684	3	4
18	Combrune —	24,092	21,255	29 2	30,996	17	6
19	Hudson —	17,687	20,774	29 2	30,295	8	4
20	Proctor —	19,546	19,668	29 2	28,731	18	0
21	Newnham —	20,208	18,141	29 2	26,155	12	6
22	Bullcock —	18,077	17,959	29 2	26,339	14	2
23	Pickard —	15,393	16,471	29 2	24,020	1	8
24	Pearce —	16,204	13,808	29 2	20,136	13	4
25	Tickle —	10,991	10,583	29 2	15,433	10	10
26	Holcomb —	9,992	9,946	29 2	14,504	11	8
27	Johnston —	8,229	8,255	29 2	12,846	0	10
28	Cowel —	4,365	6,554	29 2	9,557	18	4
29	Cape —	9,249	6,222	29 2	9,511	5	0
30	Bond —	5,471	5,450	29 2	8,672	1	8
31	Sellon —	4,669	4,195	29 2	6,117	14	2
		1,283,10	1,306,112		1,905,402	8	10

public-houses, must not be forgotten; for, although the good of the country at large ought ever to be considered as paramount to all private considerations, yet in the great work of amendment, whatever affects the interests of individuals, should be touched with a tender hand.

Ale and Amber Brewed 1793 and 1794.

	Brewed 1793. Barrels.	Brewed 1794. Barrels.	Average Pr. ce. s. d.	Amount.		
				£.	s.	d.
1 Mess. Stratlow,	8,825	17,400	33 6	29,161	15	0
2 Starkey	16,000	14,418	33 6	21,155	3	0
3 Charrington	2,301	12,009	33 6	20,875	1	6
4 Hale	11,556	12,403	33 6	20,778	7	0
5 Sharp	8,102	768	33 6	12,843	18	0
6 Young	5,226	5231	33 6	8701	18	6
7 Whitmore	—	4635	33 6	7763	12	6
8 Champion	5,723	4255	33 6	7127	2	6
9 Davies	4,295	4066	33 6	6810	11	0
10 Burchall	3,79	3458	33 6	5705	14	0
11 Hankipson	3,719	1933	33 6	3237	15	6
12 Ryall	2000	1842	33 6	3085	7	0
13 Hanbury	1990	1515	33 6	2537	12	0
	93	91,243		£.152,43	18	0
Total porter brought over	1,306,112			£1,905,402	8	10

Aggregate total of Barrels 1,397,355 £2,058,246 6 10

Deduct as follows viz.

Exported beyond Seas }
annō. 1793. } 65,208

1,332,147

Upon inquiry it is found impossible to ascertain the exact quantity sent coast-ways, and by land for country consumption, but it is presumed to amount to

200,000 Barrels.

Remains for the consumption of London and its environs

1,132,147 barrels of 35 gallons each

equal to 39,625,145 gallons, for which the consumers pay at the rate of 14½ per gallon average, making in all £.2,352,742l. 19s 8½d. paid for malt liquor in London and its environs, in the course of one year!

B

It

It is however, on this occasion, peculiarly fortunate, that, in discussing the subject, it will ultimately be found that, while the public are likely to derive great benefit from the introduction of a more correct system of superintendence, no injury will arise to any good man connected with the general establishment, either as a publican, a brewer, a distiller, or a proprietor of houses.

In proceeding to explain what has occurred upon this interesting subject, it may be necessary to premise, that the licensed public-houses, situated in and near the metropolis, divide themselves into six distinct classes, viz.

1. Large inns for the reception of travellers, coaches, and waggons.
2. Taverns, and large houses of entertainment.
3. Coffee-houses.
4. Tea-gardens and places of public amusement.
5. Liquor shops where no beer is sold.
6. Ale-houses, with tap-rooms.

And the sixth class, or what is called Ale-houses, may again be subdivided into five separate classes, namely,

1. Large houses drawing from 15 to 20 butts of beer monthly.
2. A second class drawing 10 to 14 butts monthly.
3. A third class drawing 6 to 9 butts monthly.
4. A fourth class drawing 4 to 5 butts monthly.
5. A fifth class drawing 1 to 3 butts monthly.

Besides

Besides the usual proportion of spirits, which varies from 1-3d to $\frac{1}{2}$ of the value of the beer according to circumstances.

In taking a review of these various descriptions of ale-houses, it will be found that a considerable proportion is of the 4th and 5th classes, where only from two to three butts of beer, and about 1-3d of the value of spirits are sold monthly; and therefore it may be of great importance to inquire how far the profits attached to those houses of inferior trade, can enable the occupiers, who are licensed to keep such houses, to support themselves fairly by this line of business.

To elucidate this proposition, the following estimate is given of the actual income and expenditure, at this present time, of a house falling within the *third* or *medium* class of *public-houses*, where eight butts of beer are drawn monthly.

This house is situate in the parish of St. Leonard, Shoreditch; and the landlord, who is an accurate man, has given the following account of his actual sales and expences, namely,

£. s. d.

1. He sells 8 butts of beer per month, or 96 butts each year, which produce 105 gallons per butt, or 10,080 gallons per year, at 14d. per gallon, 588 0 0

Being 4d. per gallon profit.

2. He sells 500 gallons of spirits, at 6s. 8d. per gallon in retail, or $2\frac{1}{2}$ per quartern, 6s. 8d. per gallon, — — 166 13 4

Being 1s. per gallon profit.

3. He sells 26lb. of tobacco, each lb. containing 32 papers, at 1 $\frac{1}{4}$ d per paper, 4s. 8d. per lb. 6 1 4

Being 2s. 2d. per lb. profit.

Total sales or income, £760 14 8

The disbursements for liquors, &c. are

1. 96 butts of beer, average 105 gallons each, at 10d. per gallon, or 4l. 7s. 6d. each butt, is 420 0 0
2. 500 gallons of spirits, at 5s. 8d. per gallon. — — 141 13 4
3. 26lb. of tobacco, at 2s. 6d. per lb. 3 5 0
- 564 18 4

Gross profit £195 16 4

From which gross profit, the expences fall to be deducted, and which are as follow, viz.

- | | £. | s. | d. |
|--------------------------------|----|----|------|
| 1. House rent | — | 30 | 0 0 |
| 2. Taxes, public and parochial | | 4 | 10 0 |
| 3. Ale licence | — | 1 | 17 6 |
| 4. Spirit licence | — | 5 | 17 6 |
| 5. Tobacco licence | — | 0 | 5 0 |

Carried forward £42 10 0 195 16 0

<i>Brought forward</i>		£42 10 0	195 16 4
6. Coals, 6 chaldron	—	15 2 0	
7. Candles	—	5 0 0	
8. Pipes, nearly 3s. per week		4 0 0	
9. Pots, to replace those stolen annually	—	7 10 0	
10. Newspapers, 2s. per week for one paper	—	5 4 0	
11. Breakages	—	0 5 0	
12. Christmas boxes, and beef, ham, &c. &c. given to customers, in all	—	7 7 0	
13. Scores lost by given credit		6 10 0	
14. Billetting soldiers	-	2 0 0	
15. Servants wages, &c. two servants 20l. each, including maintenance and wages	-	40 0 0	
			134 16 0

 Nett profit remaining to the family of the publican for his labour, including the labour of his wife, and for maintenance.* £61 0 4

If therefore a house, drawing 8 butts of beer monthly (which has generally been conceived a good draft) shall only clear the small sum of £61. os. 4d. per year, what must the loss be attached to those houses of the fourth and fifth classes, where only from 2 to 5 butts of beer are drawn monthly?

* Where mild ale and twopenny or purl are sold, besides porter, the profit will be larger in proportion—In the house to which this calculation applies, as well as in many others, no malt liquor except porter is sold.

As

As such houses are subjected to nearly the same expences (except perhaps £20. for an additional servant) as the house upon which the calculation is made; the following estimate will shew what the actual loss must be, where the draft of beer does not amount to more than four butts per month, with the usual proportions of spirits. The calculation is as follows :

	£.	s.	d.
1. House rent, taxes, and other expences (exclusive of the expence of living) as stated on the other side, deducting 20l. for a servant	114	16	0
2. 48 butts of beer, at 4l. 7s. 6d. per butt	210	0	0
3. 250 gallons of spirits, at 5s. 8d per gallon	70	16	8
4. 13lb. of tobacco, at 2s. 6d. per pound	1	12	6
Total out lay	£397	5	2

Sales of 48 butts of beer, at 14d.

per gallon, 5040 gallons 294 0 0

Sales of 250 gallons of spirits, at

6s. 8d. per gallon in retail 83 6 8

Sales of 13lb. of tobacco, 4s. 8d.

per lb. — — 3 0 8

380 7 4

Annual loss* £16 17 10
besides

* The loss of 16l. 17s. 10d. may sometimes be lessened by a sale of twopenny and mild ale, and also by mixing the porter with small beer, and watering the spirits, or selling an inferior article; and it is much to be feared that some publicans do resort to those fraudulent subterfuges when they find it impossible otherwise to make the two ends meet, in consequence of the small trade, and the high rent and charges

besides interest of money, and tear and wear of fixtures and furniture, and also the unavoidable expences of house-keeping and wearing apparel, which on the most moderate computation, cannot amount to less than 50l. more!—from all which it may be fairly concluded, that these unfortunate publicans, who have been unwarily drawn in by the purchase of the leases of houses of *little trade*, or where the actual draft of beer does not exceed from 3 to 5 and 6 butts monthly, are carrying on their business at an annual loss of from 40l. to 70l. * per year at least,

which charges which are attached to their business.—The fair profit on porter as before mentioned is, 1d. per pot or 4d. per gallon; sold at 3d. $\frac{1}{2}$ per pot.—The profit to the publican on twopenny is $\frac{1}{2}$ per pot, or 6d. per gallon, sold at 4d. per pot.—The profit to the publican on ale, is 2d. per pot, or 8d. per gallon; sold at 5d. per pot.—But while very few public-houses have been able to establish a trade, in any thing but porter, the proportion of ale and twopenny in houses where there is a good demand, seldom exceeds 1-5th, namely 4-5ths in porter, and 1-5th in ale and twopenny.

* In some public-houses peculiarly situated as already mentioned, the malt liquor called *twopenny* or *amber*, (which when heated, and sometimes mixed with a small quantity of gin, is called *purl*,) is drunk in certain quantities during the winter and spring; and during the summer months the malt liquor called *ale*, is substituted in the room of the former; and as these beverages, although they bear a very small proportion to porter, yield a much greater profit, they save themselves frequently in this way, and also by the publicans having frequently other employments which come in aid of their expences; and hence it becomes proper, before any strong steps are taken, to be very minute in the necessary enquiries, relative to the actual situation of each publican, that no person who conducts himself properly, and

which generally eats up all the little property they possess, in three or four years at most†, and then ruin to themselves and families becomes inevitable.

Humanity pleads in behalf of these deluded people, who, not understanding calculations themselves, and not being aware of the unavoidable expences attending a public-house, go on heedlessly from bad to worse, until they are completely ruined, and all that little property gone in one or two years, which was perhaps the fruit of many years savings.

At the late discharge of insolvent debtors from the different gaols, in consequence of the

and has the means of living by other aids, should be deprived of a license merely on the score of a limited consumption of liquors.

† In the Tower Hamlets, it is known, that 127 public-houses have been occupied by no less than 498 tenants within the last four years, and if changes in the same proportion have taken place in every other division, in and near the capital, the number of publicans who have been compelled to abandon the business within the same period, can not be less than 2000!—In the ruin and distress of so many individuals, it is obvious that the brewers and distillers as well as the landlords of such houses, must have suffered severely in the loss of property; and hence it follows, that all the parties are more or less interested in the establishment of such arrangements, as shall place public-houses on a better footing. It is not however meant here to be understood that the whole of the persons, who have occupied public-houses, *have been actually ruined*, or that those who have lost their property in this way, have not in many instances, to attribute it to their own misconduct, and want of industry, as much as to the high rent, and the inferior liquor which they vend.

act of last session, *several hundreds of these unfortunate people are said to have been publicans ! many of whom were probably ruined in this manner.*

Would it not therefore be great humanity in the licensing Magistrates to enquire accurately into the state of the trade of all newly-established houses, as well as those which are known to have little trade, and in *particular, those houses which have frequently changed masters*, and to withhold licenses wherever it is obvious that the occupiers are likely to be ruined, and the leaseholders of course subjected to a constant loss of property by the insolvency of tenants ?

It sometimes happens, from the mistaken anxiety of the proprietors and leaseholders of public-houses, which have been improperly licensed at first, to render them productive, that infinite distress arises from the means used to induce new and unwary tenants to take such houses : and it is a melancholy truth that the interest or hazard of the unhappy publican is never taken into the account ; the only consideration is—“ *Whether he has any money to enable him to commence business ?*” This point once established, a bargain is struck, perhaps at an advanced rent, or a premium given for what is called good-will, and the ill-advised publican does not see his error until his property is in a situation to be lost, without the possibility of re-

C

demption

demption ; the consequence of which is, that another tenant is practised upon, until he also is entrapped and ruined ; while the unfeeling broker and cooper, having an interest in the different changes equal to three or four guineas to the former, for valuing the furniture and fixtures, and two guineas to the latter, for gauging the beer, so as to ascertain the property to be handed over from the old to the new tenant, care not how often such changes take place. And it is, among a number of other instances, a melancholy truth, that one house in particular, in Bethnal Green parish, has had no less than 36 different tenants in the course of 22 years ; all or most of whom are said to have been ruined for want of trade ; and yet from the measures pursued by the proprietors of this house, they have not only managed matters so as to have the licence renewed year after year, but have actually been able to induce unwary people still to risque their property and peace of mind in this desperate undertaking, while they themselves, as well as the brewers and distillers, suffer in the general calamity, which would have been prevented had such landlord converted the premises to some other purpose.

But this is only one of a great number of instances, which, upon proper inquiry, might be adduced, of the ruin of individuals and their families, as well as the losses sustained by landlords,

lords, brewers, and distillers, by that ill-judged indulgence and mistaken humanity which induced Magistrates to listen to the petitions of every person who chose to apply for a license, without well weighing the consequences either to the public or to individuals.

To the public, the loss is obviously striking; as all that profligacy and idleness which prevails in so great a degree, to the unquestionable injury of society, arises from the art and address, as well as the unwarrantable means, which the occupiers of ill-frequented public-houses are induced to make use of, in order to obtain custom. When they see nothing but impending ruin staring them in the face, such occupiers are said not only to adulterate in many instances their liquors, but are led to encourage the most profligate part of the community, men, women, and children, vagrants, thieves, and every class of criminal people, to frequent their houses, in order to create a trade; and hence it is that we may trace to this source, namely, *the licensing of houses of little trade**, most of those irregularities and

* This observation applies principally to new, or lately-established houses of little trade. There are instances of small houses paying from 14l. to 18l. and 20l. rent, particularly in Spitalfields, Whitechapel, and the adjacent parishes and hamlets; which are kept up at little expence without servants, and although no great quantity of porter is drawn, yet

and crimes which so much affect the peace and security of society.

To the individuals who have unwarily been brought into ill situated public-houses within the last 20 years, the loss and distress have been dreadful indeed; and it may fairly be presumed, that had Magistrates refused two-thirds of the applications which were made to them, the heads of many hundred families within the bills of mortality would have been saved from ruin, who have themselves languished in gaols, or died of broken hearts, while their families, perhaps, pined in misery, or ultimately became a burthen upon the public.

The denial therefore, of licenses, although apparently harsh in the first instance, is humanity in the end. And while it is to be lamented that so many licenses have been unguardedly granted, it is also to be sincerely regretted that the Magistrates, in a number of instances on former occasions, have become the dupes of speculating

with the aid of ale, twopenny, purl, and other liquors, and sometimes other employments, as has already been mentioned, they make shift to get a living in a little way, without being disorderly: many of these houses are of old standing; and while they can support themselves, and do nothing that is improper, it would be cruel to take away their licenses.

builders,

builders, who have been accustomed to create a kind of ideal property out of licenses they obtained, which property they generally took care to realize as soon as possible, by the sale of what is called the *good-will of the house*, perhaps to a brewer, or to some unguarded person, who, by being entrapped into a purchase, found, when it was too late, that his *real* property was truly converted into *ideal*, inasmuch as the *good-will* was worth nothing, and the undertaking itself fraught only with ruin and destruction, at least to the occupier, if he had any property to lose.

It is certainly right, therefore, in every point of view, that the Magistrates should shield the public against such impositions, by withholding licenses in every case, where, in high-rented houses, it is not clear to a demonstration that the neighbourhood is perfectly adequate to the full support of a house, by securing a draft of at least seven butts of beer, including ale and twopenny, monthly, with a proportion of spirits*; and
hence

* Some years ago, when house-rents and taxes, and other expences of living, were much less than at present, five butts of malt-liquor monthly, were deemed a saving sale to the publican; but now that every expence attached to public-houses has so much advanced, it seems perfectly evident that the undertaking, upon the modern scale of high-rented public-houses, cannot clear itself, and afford a living to the publican and his family, under seven butts monthly, and a proportionate

hence arises a question as to the number of houses or families necessary to constitute a fair trade, by which a publican may live moderately, and keep out of debt

It is well known, that in some parishes within the bills of mortality, where there are a number of inmates or lodgers, that the proportion is about forty families to each ale-house, and yet where this is the case, many of them have a very indifferent trade, and are often changing hands.—Applying this rule, therefore, to new houses, subject to higher rents and taxes, it may fairly be presumed that, besides casual custom, it will require at least sixty regular families, in the constant habit of consuming porter, to support a reputable public-house; and where this cannot be made appear, that it would be humanity to applicants to refuse a license; for then they would probably save the premium for good-will, and would not be entangled with a property which will probably work their ruin.

The original intention of public-houses (and that intention, so far as respects the convenience tionate quantity of spirits:—This observation, however, is merely confined to *ale-houses*, it does not apply to publicans of the higher classes who sell wine and foreign spirits, and furnish entertainments.—Such houses often succeed, although the draft of beer be very small.

and

and comfort of the public, is in no respect altered by the progress or present state of society) was for the purpose of supplying victuals and drink to strangers, travellers, and single persons in great cities, who having no means of dressing victuals at home, must necessarily resort to a house of entertainment for their sustenance.

It certainly never was the intention of the legislature, that such public conveniencies should be prostituted to the purpose of harbouring *thieves, pick-pockets, or lewd and profligate people of either sex**, neither was it intended that they should become receptacles for whole families (men, women, and children) of many of the labouring people, who unhappily for themselves and for society,

* In those parts of the metropolis, where unfortunate women frequent the streets for the purpose of prostitution, Magistrates cannot be too attentive to the object of suppressing the houses which harbour them.—Profligacy and vice are always in some degree to be corrected by placing difficulties in the way of criminal pursuits.—If publicans were prevented from affording an asylum to persons of both sexes who meet in their houses for purposes of lewdness and debauchery,—Prostitutes would remain at their own homes.—The number would be greatly reduced, and many young men and women would be saved from misery and ruin by the abolition of those lures which must continue to entrap them while the present relaxed system of police, with regard to common prostitutes infesting the streets, is suffered to exist.

have

have gradually got into the habit of resorting to public-houses, where all their little earnings are spent in eating expensively, and in drinking beer and spirits; which earnings, with proper management, and by remaining at home in their own dwellings, might have procured a sufficiency of victuals and drink, besides that necessary cloathing, education, and other comforts, which this unhappy change of *habits* and *manners* obliges them to deny to themselves and children, who exhibit in their appearance an *unnecessary* poverty and misery.—And it is a lamentable circumstance which cannot be too forcibly impressed upon the mind of every Magistrate, as well as upon the public at large, that the rising generation of labouring people (and particularly that numerous body who are rearing up in and about this great capital) are initiated in these public-houses, into every kind of profligacy, profane cursing and swearing, and in short, that every species of vice and immorality are there rendered familiar to their minds and habits; and hence a melancholy prospect is held out to the rising generation in the bad education of those children, from whom no good and much evil may be expected when they become men and women, contaminated and polluted as they must be in their progress to manhood, by every kind of vice that can render them bad members of society.—And here again is another strong inducement for Magistrates, whose duty
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and office it is to watch over the morals of the rising generation, to exert themselves in checking this most unhappy propensity, which has drawn the lower orders of the labouring poor, as it were, in a mass from their own homes to waste their time and their little earnings, and to ruin the morals of their offspring in public-houses.

That period must be in the recollection of many of the Magistrates, as well as of every person who has lived in the capital for the last 20 or 30 years, when it was thought disgraceful for a woman (excepting on holiday occasions) to be seen in a public-house, and those who would venture to sit down among men in a tap-room were considered as infamous prostitutes: but of late years the obloquy has unhappily ceased to have any operation; for now the *husband*, the *wife* and *children* of *all* ages resort to the ale-houses, and with respect to the latter, *there* it may be truly said that their *education* is *begun and ended* *.

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* The progressive indulgence of this habit, has become so rooted, and so general, that the younger part of the labouring people, who have been reared up in these haunts of idleness, seem to consider public-houses as absolutely necessary to their existence, and the rather as their own houses in place of exhibiting that comfort and cleanliness, which heretofore prevailed:—In place of affording the labourer a decent meal, and a warm fire, when he returns from his work, a miserable half furnished lodging is all that this

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unfortunate

The effect of such education on society, when these infants become adults, and mix with the general mass of the community, cannot be reflected upon without dread and horror, and when once enquired into and understood by Magistrates, must unquestionably impress upon their minds a fixed resolution to correct so alarming an evil before the poison takes too deep a hold.

It is to be done only by limiting the licenses to men of sober manners, of some respectability, and of good moral characters; for it is impossible to conceive how much mischief a publican of low and profligate manners, and destituted of principle, is capable of doing to society. His house in spite of the vigilance of the Magistrates or the parish or police officers, becomes a complete school of vice

unfortunate change of manners can afford him; often without fire or any one comfort in life: thus circumstanced whole families, men, women and children, resort to the ale-house, where they waste in one day as much of their earnings, as would be sufficient to sustain them, perhaps, a week in their own dwellings, on the old frugal plan; and hence it follows that nothing is left as formerly, for procuring the comforts of cloathing, furniture, fuel, or education for their children; the result is, that extreme misery attaches to their situation. They go on, because they know not how to recede—Their morals are ruined, their health is often destroyed, and they become diseased, and prematurely old and infirm, long before that period arrives, when their strength and utility to the state, and to themselves and families, would have been exhausted by a regular mode of living.

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and wickedness, and a harbour for all sorts of criminal people; and if his landlord, from purchasing the Lease above its value, which has been generally the case of late years, has, to save himself, *screwed up his rent*; unrestrained by principle, a publican thus circumstanced, has recourse to the vilest arts and contrivances to procure custom. Badger-baiting, cock-fighting, and every kind of low game is introduced, and the trade is supported by affording an asylum to the most depraved part of the community.

An irregular ill-governed public-house is one of the greatest nuisances which can exist in civil society; for it spreads its poison far and wide. It may be truly said to be a manufactory of rogues and vagabonds. There apprentices, and boys and girls of tender years are to be found engaged in scenes of lewdness and inebriety. There juntos of depredators upon the public meet and consult how and where they shall commit robberies; and there they entrap inexperienced young men and encourage each other in the practice of every kind of mischief.—There too, the publican himself is not seldom an associate in the crimes of his guests, either as a receiver of the goods stolen, or an absolute accomplice in the offences which are com-

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mitted.

mitted*. And it is notorious that many of the labourers and jobbers who work in and about the king's yards and other repositories, as well as lumpers on board of ships in the river Thames, who take up their lodgings in public-houses, have been on many occasions encouraged by their landlords to pilfer and steal, from the facilities which these landlords have afforded both in the concealment and in the sale of the stolen property.

A publican thus implicated in the criminality of his guests, cannot, and indeed dares not correct the evil, and restore order in his house, if he were inclined to amend his conduct.

It is therefore of great consequence that the character of every publican should be strictly enquired into before he is entrusted with a license, not indeed (at least wholly) by the common and established method of procuring the signatures of the ministers and churchwardens of the parish, for the truth (and it is necessary that Magistrates should know it) is not always to be procured through that medium, seeing that it is the general practice of every publican who wants a license, to apply to the beadle of the parish to get his certi-

* Scarce a year passes in which publicans are not tried or convicted of crimes.—A strong proof that the Magistrates are deceived by the recommendations, given in the usual way.

ificate signed, who generally receives a handsome fee in case of success*. He becomes, therefore, interested materially in procuring a recommendation and having generally, from his knowledge of parochial matters, considerable influence with the curate, church-wardens and overseers †, he is able to

* From 2s. 6d. to 5s. on each transfer of a license for getting the recommendation signed, and a much larger sum for a new house.

† With a view to prevent as far as possible the evil which is here complained of, the Magistrates acting in the extensive division of the Tower Hamlets, came to the following, among other resolutions, on the 24th day of May 1793.

Resolved,

That in order to correct, as far as possible, the abuses which have arisen from entrusting immoral and profligate characters with licenses, it is expected that all recommendations shall be signed by the minister, church-wardens and overseers, besides substantial house-keepers of the parish, where the party has been resident for the last six months; and to prevent such recommendations from being considered as a matter of *official form*, it is further resolved, that circular letters after the form following be printed, and forthwith sent to the ministers, church-wardens, and overseers of each parish in this division, and that as changes in the parish officers happen every year, the clerks be instructed to address to each minister, church-warden, and overseers of the poor, one of the said circular letters immediately after any changes shall take place.

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to tell such a story as in most instances procures him (perhaps with some few exceptions), the necessary signatures, certifying the character of a man who is neither known to the beadle nor to themselves; and hence it is that notorious, bad

The form of the said letter to be as follows:

Tower Division, Middlesex.

May 24, 1793.

Rev. Sir, or Sir, as the case may be,

“ AT a Special Meeting, held by the Magistrates acting in and for this division, on the 24th of May, 1793, it was resolved to request the ministers, church-wardens, and overseers of the poor, who are appointed by the statute to recommend proper persons fit to be entrusted with licenses to keep public-houses, not to listen to any application whatever, or to subscribe their names officially, or as a matter of form, unless the persons applying shall appear to them, from their own knowledge, or from such information as they can absolutely rely on, to be free from every kind of profligacy of manners, and such whose good moral characters and known integrity shall establish in the minds of the magistrates the most perfect confidence that such persons, when licensed, shall not countenance any of those abuses, or encourage that unnecessary tipling and irregularity to prevail in their houses, which has so deeply affected the best interests of society; by disseminating among the labouring people of all ages a looseness of manners arising from their spending most of their time in public-houses, which has become extremely alarming, and to check which, the Magistrates do most earnestly request your assistance and co-operation.

Signed by order of the Magistrates,

By, Sir,

Your humble servants,
Clerks.”

characters

characters are often imposed upon the ministers and parish officers, as well as the Magistrates, and even new houses recommended without any regard to the public interest, arising from the art and address of the parties in pursuit of a new license, which, when obtained, is often made to produce one or two hundred pounds by a sale of the lease, perhaps to some credulous ignorant country servant, who by industry and saving may have acquired a little money.

The reports of irregular public-houses coming through the medium of parish constables ought to be received also with a great deal of caution. For in this investigation too, the beadles are principally employed, and when the following fact is stated, namely, that they in many instances receive annually a Christmas gratuity of from 2s. 6d. to 5s. from each publican, and that the annual emolument is frequently, in large parishes, equal to from 10l. to 15l. to each beadle, arising from gratuities given by publicans *, it may fairly be

* It would become the Magistrates to enquire minutely into the various gratuities given by publicans, and to shield them as much as possible against all expences of this nature. A good and regular ale-house keeper has nothing to fear from parish or peace officers of any description.—Such gratuities are only calculated to shelter bad men from the proper punishment which is due to them by concealing their irregularities.

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concluded that their reports of abuses and irregularities cannot be very correct, and that some will be overlooked.

Under these circumstances, it is not to be expected that they will either feel much anxiety to convict disorderly publicans, or to assist parochial constables, in reporting the irregularities of the year to the Magistrates, as is usually required and expected previous to the general licensing day.

In order to get at the root of the evil, the Magistrates must resort to some other source of information that will be *more* correct and less partial.

Viewing the regularity of public-houses as connected with a correct system of police, it becomes of the greatest consequence to society, that such houses should be put upon the best possible footing. And with this view that the number should be gradually reduced *, so as to make it

* In the City of London the average is 25 private to one public house. In the Tower Hamlets the average is 24 private to one public-house. In the Tower Royalty the average is as low as $16\frac{1}{2}$ private to one public-house.— Surely this calls for a reduction, and plainly accounts for the numbers of publicans who are ruined yearly in this line of business.

	Private.	Public.	
Houses in the City of London	20,824	— 825	average 25
— in the Tower Hamlets	24,385	— 1016	— 24
— in the Tower Royalty	707	— 43	— $16\frac{1}{2}$
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an object to discreet and respectable persons to go into the business, who would neither tolerate a wrong thing from disposition, and who would not be impelled to do so, by a want of that proper portion of trade or consumption which is necessary to support a regular and respectable ale-house *.

As a proof that the evils which have been so fully detailed arise from the improper increase of public-houses, it is no uncommon thing for a publican, when reproved by the high constable or police officers, to say, "*If we were to keep the order which is required, we could not get half enough to pay rent and taxes, much less to provide for our families.*"

The competition among the brewers and distillers, in purchasing the leases at sums of money far above their value, and the obligation they are under on this account to screw up the rents beyond what the trade will afford, is another great evil. Some times a competition of this kind (if that can be called such, which in its operation destroys all competition so far as it relates to the sale of liquors) raises the rent of a house 40 to 50 per cent. so as to render it impossible for a publican who could barely live before, to

* An arrangement of this kind would greatly benefit the brewers and distillers, who are subjected to considerable losses and expences by immoral and fraudulent publicans.—

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pay

pay his way, without resorting to some of those vile artifices which have been already mentioned in order to obtain custom; and hence it is that this struggle for trade is also the occasion of many bankruptcies and shiftings of tenants, which would otherwise not take place if public-houses were allowed to find their true level without such interferences, which never fail to create a fictitious value which cannot be supported*.

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* It is not meant by these observations to throw any reflection upon the brewers, many, and indeed most of whom are men of high character for integrity and humanity, which they manifest on many occasions when they see real cases of distress. Competition among persons in trade (whatever ill consequences sometimes, as in the instances in question, arise from it) is perfectly fair in itself, and often productive of good to the public. The misfortune in this case is, that by obtaining possession of public-houses, and consequently a controul over the occupiers, the only species of competition which can be useful to the public, namely, that which arises from the sale of a good article is lost and annihilated, for the tenant of the brewer, or the distiller, must sell such liquor as is sent him whatever the quality may be; and hence it is that publicans may be as frequently ruined by bad liquors as by high rented houses; but when both are combined the pressure is generally too great, and then it happens that changes so frequently take place, and that the brewers themselves often suffer great inconvenience from locking up their capitals in this way, and from being encumbered with a bad property and bad tenants who often occasion a vast deal of trouble as well as considerable losses.—This very hurtful practice of
brewers

The business of an ale-house keeper, from the number of low and unworthy people who have got into it, has, unhappily for society, been considered of late as a profession incompatible with the character of a man of good morals and reputation; and hence it is, that this circumstance, joined to the generally unproductive state of the trade, prevents good and proper men from embarking in this business, by which means the brewers and distillers not only suffer a considerable annual loss, which would be saved if there were fewer public-houses, and these more respectable; but the public at large, as has been already observed, suffer infinite injury in the general depravity of manners which these numerous low public-houses occasion.

If it shall appear to be the interest of the community at large, that every public-house should possess such a trade as to induce respectable, decent, and proper characters to engage in the business; it will be clearly manifest that liquor-shops, inasmuch as they tend in an eminent degree to interfere with the fair business of the ale-house keeper, *should be suppressed wholly.*

brewers and distillers purchasing the property and leases of public-houses is said to prevail even more in the country than in the capital.—It is an evil of great magnitude in the correction of which many prominent abuses, as well as many heavy losses both to the oppressed victualler and to the brewers and distillers, are to be prevented; and it well deserves the serious attention of Magistrates.

An ale-house of the third class cannot sell liquors to the value of six hundred pounds annually, without being (as has been already shewn) subjected to an unavoidable expence of about 114l. a year, whereas the same business can be done, and, it is believed, a much greater profit * obtained in a liquor-shop, at less than half the expence: for such shops are not subjected to the same rent and taxes, and require a smaller proportion of *coals* and *candles*, and are exposed to no expence whatsoever, for *tobacco-pipes*, *pewter-pots*, *news-papers*, *bad debts*, or *servants wages*.

Such shops, therefore, operate in a peculiar manner against the efforts of the Magistrates to make the public-houses regular and respectable; and, instead of proving a convenience to the public, they are the worst of all nuisances, inasmuch as they promote secret dram drinking, and by initiating young men and women (who would otherwise be ashamed to be seen drinking spirits) into this abominable practice, deeply affect the health and the morals of the younger part of the community.

* Retailers of liquors are, in some instances, said to be rectifiers and compounders of a part of the spirits which they sell, by which there is a great saving, which is lost to the ale-house keepers, for want of time and convenience; and these facilities by enabling the retailers of liquors to undersell the *real publican* (which they frequently do) rob them of that fair profit which properly and legally belong to them.

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In every view, therefore, it is plain to demonstration, that the suppression of liquor-shops becomes indispensibly necessary, not only as an act of justice to the Victuallers who sell beer, but as the first step to that reform in public houses, which is so much wanted ;—and wherever it shall appear that the chief view is to sell spirits, and that the ale or porter is only a *secondary object* held out as a cover to obtain a license, *such houses should certainly be suppressed* *.

Indeed, viewing the matter in every possible light, retail liquor-shops appear, upon a thorough investigation of the subject, to be *totally and completely unnecessary*, except for the purposes of *absolute mischief*.

They are no accommodation to the public, because every article they sell is to be had on the same terms, and as good in quality, in every reputable ale-house.

If the enormous quantities of spirits now sold at the different gin-shops were transferred to

* In the City of London, no notice has as yet been taken of liquor-shops, by the Magistrates ; but it is not doubted, that as they abound within their jurisdiction, they will be suppressed next year.—In most of the out-parishes the Magistrates of Middlesex and Surrey, are in the progress of suppressing the whole.

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the regular public-houses (where a certain great expence must always be incurred), inducements would be held out (which certainly do not now exist) for respectable people to become publicans; and in place of a *starving*, which is in too many instances proved to be the case at present, a decent livelihood would be obtained, of which the ale-houses are at present deprived, by the indulgence of Magistrates in granting licences heretofore to liquor-shops for the purpose of selling beer and victuals, when, in point of fact, it was never intended by the parties licensed to retail either the one or the other, but merely used as a cover to obtain a spirit license, thereby defeating the object of the Legislature, which, in this case is clearly and unequivocally to limit the power of selling spirits by retail to *ale-houses* *virtualling-houses*, *inns*, *coffee-houses* and *taverns* only*.

In the course of the trade now carried on, the sale of spirits in ale-houses does not, on an average, exceed one fourth part of the whole, namely, three fourth parts beer, and one fourth in spirits; whereas were the liquor-shops suppressed, it would probably increase to one half, and thereby afford a resource for fair profit, to the ale-house keepers, which is at present denied them.

* By an act of the 17, Geo. II. cap. xvii. no shop-keepers, as such are allowed to retail any spirituous liquors; but only those who keep *taverns*, *virtualling houses*, *inns*, *coffee-houses* or *ale-houses*.

Nor

Nor is it to be supposed that an arrangement of this kind would, in any material degree affect the revenue—nearly the same quantity of spirits would be drank :—and, if a small deficiency should actually be the result, the public would gain infinitely more in the preservation of the morals of the people than could be lost in this way—Revenue is no object in a great country like this, and it is very dearly bought when obtained at the expence of the health and orderly conduct of the lower classes of the people.—The deficiency can be made up in a variety of ways, where no injury can arise to the public ; and the present Minister is said to have more than once manfully and nobly declared, that he would have no difficulty in sacrificing every branch of public revenue, where its continuance affected the morals or health of labouring people.—On this score, therefore, Magistrates ought to have no difficulty whatever in suppressing all liquor shops, as illegal and pernicious, by a gradual progress, year after year, until there should not one remain within the bills of mortality.

According to the present average consumption of the general run of ale-houses capable of making both ends meet, the following scale will show nearly the gross sum obtained by the sale of beer and spirits :

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The smallest public house from 14l. to 20l. rent ought to sell - - - - }			} 60 at 5l. 19s. per butt, or 3d. hf. per pot.	Aggregate sales yearly.		
				butts beer and 336	gallons of spirits	£. s. d.
Houses of 25l. rent	72			ditto -- 400	total in one year	561 0 0
----- of 30l. rent	84			ditto -- 540	ditto --	679 16 0
----- of 35l. rent	96			ditto -- 660	ditto --	791 4 0
----- of 40l. rent	108			ditto -- 740	ditto --	888 15 4
----- of 45l. rent	120			ditto -- 850	ditto --	997 6 8
----- of 50l. rent	132		ditto -- 950	ditto --	1101 0 4	
----- of 60l. rent	144		ditto -- 1050	ditto --	1206 16 0	

The expences of every ale-house vary according to circumstances, and of course the nett profits must also vary. In some houses of great draft, and peculiarly circumstanced, however, incredible it may appear at first view, the actual expence arising from the loss of *pewter-pots alone, which are stolen, does not amount to less than from 45l. to 50l. a year*; in others it is as low as 1l. 3l. and 5l. and, as near as it is possible to calculate, the average may be about 9l. in pewter-pots stolen; which, on 6000 houses in and near London, amounts to no less a sum than *fifty-four thousand pounds a year!* a grievous burden upon the Publicans, and what certainly calls aloud for a Legislative remedy.

UPON THE WHOLE, it is humbly submitted to the Licensing Magistrates, how far the

the introduction of regulations, similar to what follow, but varied according to local circumstances, would not greatly tend to remove many of the evils which have been explained and developed in the foregoing observations ?

1. *Whether it should not be established as a rule, to grant no license to any new public-house, unless it can be made clearly evident that there are at least, from 50 to 60 families in the neighbourhood, who are likely to resort to that house for their beer, or that the local situation is otherwise so advantageous as to hold out a fair prospect of supporting a family.*
2. *Whether it would not be a proper rule also, to deny the renewal of licences to those particular houses, which are found to have been constantly changing tenants for a course of years ; (if on a full investigation it shall appear that these changes have arisen merely from want of trade ; and not by bad liquors or improper management,) under a conviction, that such houses not only injure the brewers, but are lures to entrap the unwary, and to increase the ruin and devastation, which has brought so many publicans to a gaol, and their families to misery and want ?*
3. *Whether it should not also be established as a rule, gradually to reduce the number of the higher-rented public-houses, where the trade is less than 6 butts*

of beer per month; and particularly those, in the first instance, which have frequently changed tenants, and after a trial of two or more years, have not been able even with care and industry, and good liquors, to raise the trade to more than 2 or 3 butts per month; and this from a firm persuasion that the refusal of a license will not only benefit the publicans themselves, by saving them from ruin, but that it will also be of great advantage to the brewer and distiller, as well as the public at large?

4. Whether it should not be a fixed and established rule, never to be departed from, that all liquor-shops which draw no beer, or an insufficient quantity to make a trade, thereby using the beer license merely as a cover, should be suppressed, after one year's notice; which notice to be given on the days appointed for the ensuing licensing: "that such as keep liquor-shops, which cannot be turned effectually into beer-houses, possessing such a trade as shall entitle the occupier to a license upon legal and fair grounds cannot expect a renewal; so that, by having proper time to fall into some other line of business, the Magistrates may be rescued from the imputation of taking any person by surprize?"—or of doing a harsh thing.

5. Whether it would not also be right to lay it down as a fixed rule, (giving one year's notice to
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each publican) that all who offend in any of the following specific irregularities, will lose their licenses the ensuing year, and that no interest can save them, namely,

1. *Such publicans as shall permit combinations among workmen, or societies, or assemblages of people to meet in their houses, as debating political clubs, for the purpose of seditious or traitorous designs against the government and constitution of the country.*
2. *All such as shall permit pay-tables in their houses, by which the unwary journeymen and labourers are enticed to spend a large proportion of those earnings which are necessary for the support of their respective families.*
3. *All such as shall hold out allurements to young men or apprentices, and also to journeymen and labourers, by the introduction of idle and sedentary games, as cards, dice, dominos, what's o'clock, bumble-puppy, shuffle-board four quarters, or any other low game.*
4. *All publicans who shall introduce into their houses or premises, boxing, badger-baiting, cock-fighting, or any idle amusement, by which criminal, profligate, and disorderly people are collected together.*
5. *All publicans who shall knowingly and wilfully encourage, or even allow, labouring people, with their wives and children, to lounge in their houses and tap rooms, so as to waste not only their time, but also their little earnings, which ought to be reserved for the maintenance of themselves*

and families in their own homes, and thereby enabling them to enjoy those little comforts of wearing-apparel and bedding, which they must be compelled to deny themselves, if all is spent in the public-house, which is too much the case at present.

6. Such publicans as shall make it a practice to permit journeymen and labouring people, frequenting their houses, to remain for a longer time than is necessary for reasonable refreshment; or who shall encourage them to waste their time and money by loitering in tap-rooms, and tippling, until they become intoxicated and drunk.
7. All publicans who shall suffer disorder in their houses, by means of quarreling, rioting, or fighting, profane oaths, imprecations, lewdness or obscene and bad language.
8. All publicans who shall harbour prostitutes, apprentices, or young men under age on any pretence whatsoever.
9. All publicans who shall allow their houses to become in any respect whatever a rendezvous or harbour for reputed thieves, rogues, vagabonds, or persons of dissolute and abandoned characters, who are known to have no visible means of obtaining a livelihood.
10. All publicans who shall permit tippling and drinking during divine service on Sunday, and who shall, by shutting their doors, refuse admission to the parochial and peace officers who may visit them on such occasions.
11. All publicans who shall keep open house during late hours in the night, or early in the morning, for the reception of housebreakers, robbers, pick-pockets, prostitutes, or drunken people wandering abroad.

11. All

12. *All publicans who shall themselves be concerned, or who shall suffer any of their servants or inmates to be concerned in selling or buying ships stores, corn, provender, or any other article brought privately to their houses, or who shall conceal any fraudulent transaction of this sort from Magistrates after it may come to their knowledge.*
13. *All publicans who shall suffer illegal Lottery insurances to be made in their houses, during the drawing of the Irish or English Lotteries, or at any other time.*
14. *All publicans who shall suffer dealings in base silver, or copper coin, or other bad money to be carried on in their houses, by purchase, exchange, or otherwise.*
15. *All publicans who shall not in their own conduct exhibit to the world a good example, as regular sober men, having a good moral character for honesty and integrity, and who shall not possess the power and ability to keep good order and regularity in their respective houses.*

If the Magistrates, acting in the cities of London and Westminster, and in those parts of the counties of Middlesex, Surry, Kent, and Essex, lying near the metropolis, as well as in all the great towns in the kingdom, would resolve to adopt a plan similar to what is now suggested, and persevere in it uniformly and steadily; and above all, if they would bestow more time in procuring accurate information relative to the peculiar circumstances and situation of each house

house within their respective divisions so as to be able to decide with that firmness which results from a certainty of being in the right, a reasonable hope might be entertained of their united exertions working a most useful and interesting change upon the morals and manners of the labouring people.

If in addition to these regulations the brewers and distillers could be induced to see how much their own interest is concerned in preventing the operation of that kind of competition which has raised the leases and consequently the rents of public-houses so much above their true value ; much of that mischief would be prevented which arises to themselves and the public from the frequent shifting of tenants, producing those extensive losses which are at present experienced, and which would not take place were there fewer public-houses, and those more respectable, than can be hoped for under the present circumstances, where the trade of a victualler is so greatly overdone.

If persons also in pursuit of public-houses and whose object it is to get into that line of business, would allow themselves to profit by the experience of a very numerous body of men who have been ruined in this way, and shield themselves against the tricks of ale-house jobbers to deceive them ; many worthy individuals, with their families, may be preserved from misery and want as well as from the horrors of a jail.

If

If the present and future occupiers of public-houses could in like manner be persuaded how much their own interest is concerned in exhibiting to the world a good moral character:—in living frugally and in keeping good order; in refusing liquor upon credit to any customer; and in discouraging the labouring people, with their wives and families, to spend their time and money improvidently in their houses, infinite advantages would arise to themselves as well as to the public. — Their houses would become *reputable*, and their industry and care would be rewarded, while their minds would be constantly at ease regarding the certain renewal of their licences.

And finally, if the proprietors of ill situated public-houses, where no trade can, after repeated trials, be established, would also resolve to convert them into other uses, and abandon the prevailing practice of applying year after year for a renewal of their licences, through the medium of a *locum tenens*, it is believed that they would ultimately be considerable gainers by thus shielding themselves from those losses which arise from bad servants, and profligate and fraudulent tenants, who too often run away in their debt.

Thus it appears that every person interested in any degree in public-houses, are likely to feel
 satis-

satisfaction, if not personal benefit, in the establishment of an improved system.

The Magistrates, in the preservation of the morals of the people :—The brewers and distillers, in the more effectual protection of their property :—the present and future occupiers of public-houses, in the advantages resulting from a saving trade ; and a certain renewal of their licences : and the proprietors of houses, in the additional security which will attach to this species of property.

It is impossible to contemplate the subject as it relates to the community in any point of view without feeling its importance.—The foundation of all good police ;—of all happiness, comfort, and security in society, is to be traced to the morals of the lower ranks of the people.—If they cannot be preserved, in a greater degree than at present, profligacy, and universal anarchy and confusion will sap the foundations of the state.

While, therefore, it is in public-houses chiefly that morals are corrupted, the proper regulation of these places of resort ; especially in and about a great and overgrown capital, is a matter of infinitely more importance to the interest of the state and to the security of individuals, as well as to the peace and good order of society, than appears at first view.

F I N I S.



APPENDIX.

Summary of Prominent Facts and Observations relative to Public-Houses, in the City of London, and the Environs thereof.

IN the city of London, under the jurisdiction of the Lord Mayor and Aldermen, there are 21,649 houses, whereof 825 are licenced public-houses.

The proportion therefore is, one public-house to every 25 private houses.

In the division of the Tower Hamlets, under the jurisdiction of the resident and acting Magistrates of the county of Middlesex, for that district, there are 25,402 houses, whereof 1016 are licenced public-houses, and in this division there were 145 liquor shops last year.

The proportion therefore is, one public-house to every 24 private houses.

In the division of the Tower Royalty, under the jurisdiction of Magistrates specially commissioned for that district of the metropolis, there are 750 houses, whereof 43 are licenced public-houses.

The proportion therefore is, one public-house to every 16 private houses.

A P P E N D I X.

In the city of London and its environs, including the borough of Southwark, and the surrounding towns and villages in Middlesex, Surry, Kent, and Essex, within ten miles of the capital, it is computed that there are about 6000 licenced ale-houses and the average upon the whole is supposed to be about 26 *private houses to one public-house*, taking it on the scale of 156,000 inhabited houses, in and near the metropolis.

In the above limits it is calculated, that including *inmates and lodgers*, there are about 222,000 families, who are, more or less, customers to ale houses, and upon this data.

The proportion is one public-house to every 37 families.

It has been generally understood, that about 60 families are necessary to support a creditable newly-established ale house, and the best proof that can be adduced in support of this position, is, the frequent shifting of tenants, occasioned, no doubt, from the want of trade, arising principally from the circumstance of the average number of families to each public-house, being, at least, 1-3d short of what is supposed to be necessary to support a reputable trade.

In the Tower Hamlets alone (which forms only 1-6th part of the whole) there are 127
houses,

A P P E N D I X.

houses, which, in the course of the last four years, have been occupied by no less than 498 different publicans, and from which, of course, 371 tenants have found it necessary, or have in general been compelled to withdraw themselves—in many instances, perhaps from thence to a gaol.

If changes to the same extent have taken place all over the capital and its environs, the number of publicans who have been deprived of the means of living in this way, must have amounted to upwards of 2000 in the course of four years!

The injury to the public arising from extending the licences too far, is obvious.—It is not an object to good men to become publicans where the hazard is so great, and hence it follows, that bad and profligate characters often get into public-houses, who tolerate every kind of immorality and disorder to create a trade, which they are generally obliged to abandon at last, to the great injury of brewers and distillers, who are not less interested in reducing the number of public-houses than the Magistrates, seeing that the consumption of liquors must always be nearly the same, and that the injury arises from the trade being in too many hands, by which the morals of the lower ranks are corrupted, and the best interests of society injured, through the medium

A P P E N D I X.

dium of ill-regulated and disorderly public-houses, where the most reprehensible means are made use of, in order to create a trade.

To remedy the evils which have been thus detailed, much will depend on the exercise of the investigating and discriminating powers of active, zealous and intelligent Magistrates; and still more on the support and assistance which will be derived from those of their brethren, whose habits and inclinations are less devoted to labourous investigations, in acting under the influence of such facts and observations as shall be brought under their consideration:—In giving the subject a patient and full consideration so as to enable them to act under the impulses of truth, without being open to that species of influence in their ultimate decisions which the applications of interested individuals, or the temporary clamours of a narrow circle may create; and when practiced upon weak minds, or minds not fully in possession of the subject, often defeat the best objects that ever were devised for the public good.



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